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ABSTRACT

This report summarizes employment and employment training activities in California during 1981-82; provides a retrospective view of programs operated in California under the Comprehensive Employment and Training Act of 1973 (CETA); discusses the Job Training Partnership Act of 1982 (JTPA), the Federal Program that replaced CETA and is expected to be implemented in 1984; and describes the role of the California Employment and Training Advisory Council in overseeing employment and training activities. Specific sections of the report describe: (1) issues and lessons learned from implementing CETA activities in California, concerning planning and coordination, public service and women's employment, plant closures, skill shortages, job creation, private sector partnerships, refugees, and youth unemployment; (2) the transition from CETA to JTPA; (3) JTPA objectives and planned activities; (4) activities of the different committees under the California Employment and Training Advisory Council; and (5) 1982 CETA allocations, expenditures, participant characteristics, cost effectiveness, and accomplishments. The report suggests that while CETA had weaknesses, it was successful in enabling numerous disadvantaged Californians to find employment; and further, that CETA's success indicates that job training programs work. A CETA council membership roster is included in the report. (MJL)

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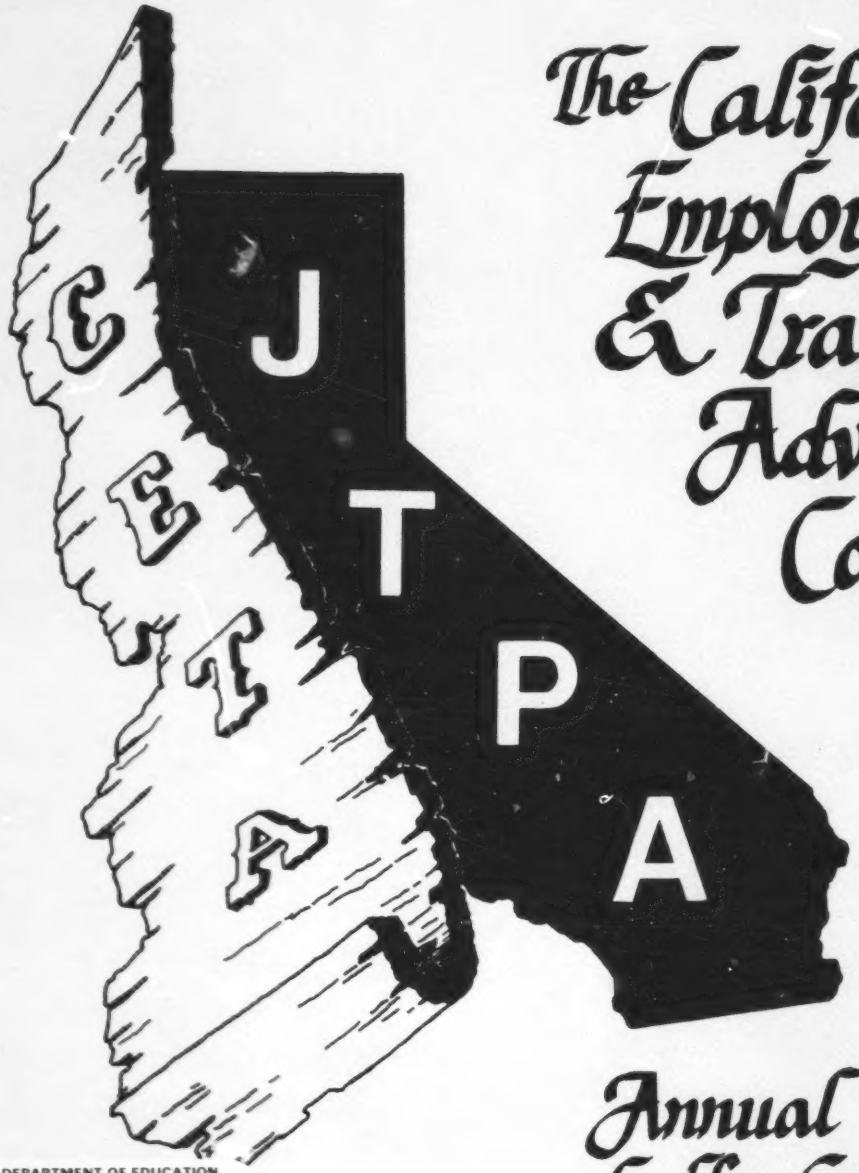

The California Employment & Training Advisory Council

Annual Report to the Governor

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"Preparing for Transition"

SUMMARY OF 1978 CETA AMENDMENTS

The purposes of CETA were 1) to provide job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons; 2) to establish a flexible, coordinated and decentralized system of federal, state, and local programs; and 3) to provide for coordination of CETA plans, programs, and activities with other employment and training, social service, and economic development programs and related activities.

TITLE I--ADMINISTRATIVE PROVISIONS

Title I established the basic administrative provisions for CETA, the State Employment and Training Council, and local planning advisory councils, provided instructions for programs coordination, and authorized appropriations.

TITLE II--COMPREHENSIVE EMPLOYMENT AND TRAINING SERVICES

Title II established programs to provide employment and training services for the economically disadvantaged. Programs included training, upgrading education and other services needed to enable individuals to secure and retain employment. Part A described allocation of funds; Part B described basic skill development and training activities; Part C discussed occupational upgrading programs; Part D described transitional employment opportunities, primarily public service employment.

TITLE III--SPECIAL FEDERAL RESPONSIBILITIES

Title III established special programs and activities on the national level that met the needs of target groups such as Native Americans, migrant and seasonal farm workers, veterans, handicapped persons, older workers, displaced homemakers, and other designated groups. This title also authorized research and evaluation activities.

TITLE IV--YOUTH PROGRAMS

Title IV provided a broad range of coordinated employment and training programs for eligible youth. The Youth Incentive Entitlement Pilot Projects provided work for students to enable them to stay in school; Youth Community Conservation and Improvement projects provided employment, work experience, skill training, and opportunities for community service; Youth Employment and Training Programs were designed to impact on the structural unemployment problems of youth. The Title also covered Job Corps and the Summer Youth Employment Program.

TITLE V--NATIONAL COMMISSION FOR EMPLOYMENT POLICY

Title V established the National Commission for Employment Policy which was responsible for advising the President and the Congress on national employment and training issues.

TITLE VI--COUNTERCYCLICAL PUBLIC SERVICE EMPLOYMENT PROGRAM

Title VI provided for temporary public service employment during periods of high unemployment.

TITLE VII--PRIVATE SECTOR OPPORTUNITIES FOR THE ECONOMICALLY DISADVANTAGED

Title VII demonstrated methods to increase the involvement of the business community in employment and training activities. The Title also called for the establishment of Private Industry Councils.

TITLE VIII--YOUTH ADULT CONSERVATION CORPS

Title VIII established the Young Adult Conservation Corps which provided employment to youth through a period of service during which they engaged in useful conservation work on federal and nonfederal public lands and waters.

The California Employment and Training Advisory Council

Annual Report to the Governor

February 1983
Sacramento, California

George Deukmejian
Governor
State of California

David B. Swoap
Secretary
Health and Welfare Agency

Mark Sanders
Interim Director
Employment Development Department

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I. Executive Summary

The California Employment and Training Advisory Council's Annual Report to the Governor has been designed to provide an overview of employment and training activities in California throughout Fiscal Year 1982. It also provides a retrospective view of programs operated in California under provisions of the Comprehensive Employment and Training Act of 1973 (CETA) and an introduction to the federal program which replaces CETA, the Job Training Partnership Act of 1982 (JTPA).

THE CALIFORNIA EMPLOYMENT AND TRAINING ADVISORY COUNCIL

The Council activities during FY 1981-82 spanned a broad range within the Employment and Training field. Included was the development of a report which was an overview on the elimination of stipends, two handbooks, "Comprehensive Employment Preparation for Refugees" and "Job Search Assistance Guide for Refugees", a study on teenage parenthood, a survey on California rural youth employment, and the development of a handbook for interagency coordination entitled, "Agencies Working Together" published by the American Institutes for Research. Each activity was in response to the Council's Fiscal Year 1981 recommendations to improve employment and training services in California.

MAJOR ACCOMPLISHMENTS

The CETA program had numerous successes. Hundreds of thousands of economically disadvantaged Californians were able to find jobs as a result of their participation in the CETA program. From Fiscal Year 1975 through Fiscal Year 1982 the CETA program in California served more than 2.2 million persons and almost 600,000 individuals were placed into jobs by CETA program operators throughout the state.

EMPLOYMENT AND TRAINING ISSUES

The CETA program in California faced a number of employment and training issues, some unique to California and some which reflected nationwide trends.

Some of the key issues addressed by CETA in California were:

- Planning and coordination of program efforts
- Public service employment
- Women in the labor force
- Plant closures, their impact on local and state economies, as well as their social impact

- o Skill shortages
- o Job creation and economic development
- o Partnership efforts between the public and private sectors to provide employment and training
- o Youth employment problems
- o The influx of large numbers of refugees and their impact on state and local economies.

II. California Issues and Lessons Learned from CETA

Throughout the years of its existence, the California Employment and Training Advisory Council has been charged with the task of assisting the state with its administration of the extremely complex CETA program. The Council's experience and that of the forty California CETA prime sponsors in operating the Governor's Special Grant program has revealed much about the complexities of the system and its problem areas. During the period between FY 1975 and FY 1982, the CETA program in California faced a number of employment and training issues, some unique to California and some which reflected national trends. These issues, as well as other factors, made the job of operating CETA programs in California during the past eight years a challenge.

While CETA has been widely criticized, and this retrospective points out many of the program's weaknesses, at the same time, CETA has had successes. Hundreds of thousands of economically disadvantaged Californians did find jobs as a result of their CETA experience. Job training programs do work. The final score card of CETA is, perhaps, best determined by looking at what has emerged as its replacement.

Planning and Coordination

Although CETA required each state to establish a consistent, integrated, and coordinated delivery system that minimized duplication of effort and maximized the utilization of resources, California's forty prime sponsors and seven primary state agencies involved in employment, training, and support services each prepared individual and separate plans.

Throughout CETA's term, some strides were made in the direction of coordinating and linking service delivery agents in California at both the local and state levels. A number of model programs were tested which linked various state agencies and local prime sponsors, including memoranda of understanding, joint advisory committees, and cross-agency training, to name a few.

The California experience has shown the need to continue to improve coordination and integration among the multiplicity of employment and training service providers so as to maximize limited fiscal resources and minimize duplication. Additionally, local comprehensive planning proved to be essential in meeting the employment and training needs of communities.

Under CETA, planning and budgeting were targeted to accomplish short-term training and discourage longer term training and/or higher quality training for its participants. Budgeting fluctuated erratically from year to year, creating uncertainty at the local level and undermining long-range planning.

Also the Comprehensive Employment and Training Plan (CETP) was more a compliance document than a plan, and the monitoring reviews conducted by the Employment and Training Administration had little emphasis on quality or program results.

Public Service Employment

While the Public Sector Employment (PSE) component of CETA provided California cities, counties and state agencies with a pool of workers which enabled them to provide a number of services which their organizational budgets might not have allowed them to provide, the relatively high cost of this program combined with a shift in CETA program emphasis to private sector involvement, a declining national economy, and an increasing desire to decrease overall program costs led to the phase out of the PSE program effort in 1981.

Although CETA was termed a "training" program, almost 60 percent of all CETA expenditures went toward maintaining subsidized public service employment where little remedial or skills training occurred. Over the years, emphasis was also shifted from program operation to administrative detail (e.g., audit trails), and as a result, program operators tended to spend less time on the operation of the program.

The most severe criticism of the PSE program was that both the competition among potential enrollees and competition among employers, tended to result in the hiring of participants who were already qualified and the least in need of training.

Women in the Labor Force

The participation of women in California's labor force has typically been higher than the participation rate of women nationwide, and continues to grow. Despite gains in labor force participation, however, women still account for a large share of the unemployed population. Women with child care responsibilities may be excluded from participating in the work force because of inadequate or inaccessible child care services. Others, entering the labor force for the first time, or after a long absence, may lack job-seeking skills, work experience, or general knowledge of the labor market and available job opportunities.

Pre-apprenticeship training is an effective tool to introduce women into traditionally male-dominated occupations.

Plant Closures

For more than 35 years, California attracted a steady stream of new industry. But times have changed. In recent years, industrial firms have been closing throughout the State at an alarming rate, resulting in the loss of thousands of jobs. Among efforts made in the State to help stem the continuing threat of plant closures, the Governor created the California Economic Adjustment Team. CEAT strived to provide early notification and timely response in the form of services to meet the needs of employees, communities, and firms affected by plant closures. At the local level, prime sponsors and other employment and training service providers joined together to minimize disruption to the community and to make the transition as smooth as possible for all affected by the closure.

Unions can play a major role in convincing employees of the need for retraining when plant closures are causing mass layoffs. Without the union's assistance, employees may resist retraining, hoping to get their old jobs back.

Skill Shortages

In recent years, California has been affected by significant shortages of workers skilled in the technologies of the newly emerging industries in the state such as the computer, aerospace, electronic, and energy-related industries. These shortages often exist along with high unemployment in the same labor market. The net effect of these shortages is often increased costs to the consumer and inflationary pressures on the economy as a whole. The new technologies and industries are developing faster than the educational community can develop systems to meet the newly established needs.

Rapid technological change is leading to an increasing shortage of highly skilled, technical workers. For the most part, the economically disadvantaged are not being trained for these types of occupations.

With the continued acceleration of technological change in the state's economy, vocational training programs need to be more strongly aligned with labor market demand and responsive to changing technologies and growth industries.

Job Creation and Economic Development

The creation and/or expansion of small businesses in California may be a significant factor in improving the state's economy and reducing unemployment rolls. Businesses with fewer than 50 employees represent 95 percent of the businesses in the state. These smaller businesses also provide 45 percent of all private sector jobs in the state.

The creation of jobs, particularly in small businesses, has been a focus of California's CETA program for the past two years. A number of pilot projects run by prime sponsors and aimed at providing small businesses with comprehensive services to enable them to expand have been successful. In addition, statewide efforts are designed to provide practical environments in which California small businesses may operate and to encourage their ability to create new jobs.

Economic development efforts are priorities in the area of job creation. These efforts involving small businesses, local economic development council and employment and training providers lead to increased job opportunities for the economically disadvantaged. Prime Sponsors have discovered that the increasing numbers of plant closures, rising unemployment, limited economic growth in their local areas, and a labor force lacking in skills in new technologies makes it essential to develop the local economy and to make available the resources of the employment and training programs.

Partnerships With the Private Sector

As CETA turned away from public sector involvement with the reductions and eventual elimination of the PSE program, it turned toward the private sector as the possible answer to resolving the problems of the economically disadvantaged unemployed. Private sector involvement in the design and delivery of employment and training programs proved to be important to program success. Establishing a workable relationship between prime sponsors and local private industry councils was mandated by the 1978 amendments to CETA.

The Private Sector Initiative Program (PSIP) had a very slow start in California, with serious underexpenditure of funds in the first two years. Generally the additional private sector emphasis has been a positive addition to CETA. Title VII emphasizes on-the-job training and classroom training components.

Prime sponsors learned that private sector employers and appropriate labor organizations should be consulted for input in the development of training programs, making them more valuable and useful to local employers as well as participants. Prime sponsors also discovered that in order to encourage private sector involvement in employment and training programs, it was essential that programs contain clearly defined goals, roles, responsibilities, and expectations of each service provider. Partnership efforts between state and local providers of services, and the private sector, can increase the effectiveness of local delivery of services.

Refugees

One of the major events impacting California's employment and training system was the tremendous influx of refugees during the late seventies and early eighties. In 1981, the nation's newest refugees, mostly

Cubans, Haitians, Laotians, Cambodians, and Vietnamese, were arriving in numbers not seen since the early days of the century when millions of Europeans immigrated to the United States. About 35 percent of all Indochinese refugees who entered the U.S. during this latest influx have settled in California. The latest wave of refugees tends to be less educated, less literate in their own language, and less skilled than the earlier refugees, adding to the already heavy burden on local governments, school systems, volunteer and church organizations, and employment and training service providers. As a result, diminishing employment and training resources had to be stretched even thinner to accommodate the unanticipated numbers of individuals demanding CETA's services.

Youth Unemployment

Youth unemployment is a critical issue facing the nation and has emerged as a particularly important issue in California. In 1981, youth aged 16 through 24 accounted for 57 percent of California's unemployed population, while representing only 24 percent of the labor force. Potential jobs for youth may exist; however, many young people have difficulty obtaining and retaining them. Many youth gradually move from part-time intermittent work to full-time jobs and work patterns with stability, wage progression possibilities, and training opportunities. However, a growing number of youth do not make this transition and become part of the welfare system or fall into peer groups that tend to drop out of society. Many youth face significant barriers to employment, among them, lack of vocational skills and basic education, lack of employment histories, prejudice, and limited availability of unskilled entry-level jobs.

Supportive services (including child care, counseling, transportation, medical expenses, meals) are essential to CETA programs that serve welfare recipients and youth. Also, apprenticeship programs have demonstrated that the coordinated efforts of labor union, business, and State apprenticeship councils can result in a viable program that meets the needs of youth for private sector jobs and of industry for a well-trained workforce. Projects such as these which provide motivational, confidence-building opportunities, in conjunction with basic education and/or vocational training, are often effective with youth, handicapped and welfare recipients.

This combination of work experience and classroom training which emphasizes the acquisition of skills, relates them to specific jobs, and teaches realistic work habits is a highly successful approach for youth.

Additional Lessons Learned

- Prioritization and coordination of available resources are the key elements to the development of successful employment and training services.

- Job-finding workshops are fairly effective and inexpensive tools for placing the economically disadvantaged in jobs. They are not, however, a panacea for solving the unemployment problem. They work best with the more strongly motivated client and in a fairly strong job market.

- Unique problems in the training of disadvantaged persons emerged from the CETA experience. Lack of motivation and basic education skills necessary for high technology jobs reduced opportunities for training in that field.

- The continual failure of Congress to approve a budget on a timely basis created havoc in the CETA system. From year to year, most of the delivery agents at the local level did not know for sure whether they would be funded, or for how much, until the start of the fiscal year and often, much later.

- Although the Targeted Jobs Tax Credit programs were not specifically designed for CETA, there was some question as to whether the various tax credit programs helped to eliminate unemployment in the State. The majority of employers who participated in the programs were service industry employers and it was felt that most persons hired and certified for the tax credits would have been hired without them.

- Pilot projects which were designed to aid long-term public assistance recipients obtain jobs through the diversion of public assistance funds to pay wages to welfare recipients participating in work experience programs proved to be effective in helping to reduce welfare roles in many instances.

III. The Transition from CETA to JTPA

CETA Overview

The Comprehensive Employment and Training Act (CETA) was signed into law on December 28, 1973. CETA's original purpose was to provide job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons, and to assure that training and other services led to maximum employment opportunities and enhanced self-sufficiency by establishing a flexible and decentralized system of federal, state, and local programs.

In an effort to promote community involvement in the states' administration of employment and training programs, CETA provided for the establishment of state employment and training councils to:

- o Consult with the California Advisory Council on Vocational Education (CACVE) to identify Vocational Education needs of the state, and to assess the extent of coordination among Vocational Education and employment and training programs.

  - Comment at least once annually on CACVE reports.

- o Submit a public annual report to the Governor and issue studies, reports, or documents to the Governor and Prime Sponsors as the Council believes necessary to carry out the Act effectively.

- o Review and comment on the annual Comprehensive Employment and Training plans of Prime Sponsors focusing on nonutilization or duplication of existing services and when appropriate suggest improvements.

  - Continuously review the operation of programs conducted by the Prime Sponsor.

- o Review plans of state agencies providing employment, training, and related services.

- o Participate in the development of the Governor's coordination and special services plan.

- o Share with Prime Sponsors information on economic development, vocational rehabilitation, EDD activities, occupational and labor market demands.

The CETA funds were passed directly from the Department of Labor (DOL) to "Prime Sponsors". Prime Sponsors were area administrators of CETA programs and services. They were cities or counties with a population

of 100,000 or more or a consortium of two or more cities and/or counties, one of which had a population of at least 100,000, with the balance of the state forming a single prime sponsorship.

In establishing this decentralized system, CETA built on the experience of employment and training (then called manpower) programs which had operated during the previous decade. The Area Redevelopment Act (1959) and the Manpower Development and Training Act (1962) introduced institutional and on-the-job programs for displaced workers and the economically disadvantaged; the Economic Opportunity Act of 1964 established the Job Corps, a residential training program for poor youth, and the Neighborhood Youth Corps, a summer employment program for disadvantaged youth; the New Careers program was introduced in 1965 to provide impoverished persons the opportunity for subsidized employment in the public sector; New Careers evolved into the Public Service Careers (PSC) programs; Job Opportunities in the Business Sector (JOBS) and the concentrated Employment Program (CEP) emphasized private sector involvement in providing training and employment opportunities for the disadvantaged and the Emergency Employment Act of 1971 created the Public Employment Program, a countercyclical public jobs program.

The enactment of CETA was an attempt to bring together this multiplicity of programs to provide a coordinated and comprehensive system, hence the title: Comprehensive Employment and Training Act. Its original components provided institutional and on-the-job training, public service employment, youth employment services, summer jobs programs, youth residential training programs and job development services.

The original CETA of 1973 consisted of six titles, including: I Comprehensive Manpower Services; II Public Employment Programs; III Special Federal Responsibilities; IV Job Corps; V National Commission for Manpower Policy: and VI General Provisions. In early 1974, shortly after CETA's enactment, the Emergency Jobs and Unemployment Assistance Act created an emergency public service employment program that amended Title VI of CETA. The old Title VI became Title VII and the new Title VI provided for public service employment to meet the crucial needs of people and communities during periods of escalating unemployment. In 1977, CETA was again amended to include a number of programs directed toward assisting youth. The Youth Employment and Demonstration Projects Act amended Title III to include the Youth Incentive Entitlement Pilot Projects, Youth Community Conservation and Improvement Projects, Youth Employment and Training Programs, and the Summer Program for Economically Disadvantaged Youth, and added a new Title VIII, the Young Adult Conservation Corps.

On October 27, 1978, CETA was reenacted. The 1978 amendments were extensive and the emphasis of the new legislation leaned toward private sector participation with the addition of a new Title VII, the Private Sector Initiative Program.

By Fiscal Year 1982, the CETA program had changed considerably from the CETA of 1978. Noticeably absent in FY 1982 were all public service employment (PSE) programs, which were phased out by the end of FY 1981 as a result of federal budget cuts. In addition, youth programs under Title IV were less extensive than in previous years, with only YETP and SYEP receiving funding allocations in FY 1982. Title VIII, the Young Adult Conservation Corps, a youth program operated by the federal Departments of Agriculture and Interior, was also phased out prior to FY 1982.

Programs under Title II ABC and Title VII received the majority of CETA funds in FY 1982. These two programs emphasized the involvement of the private sector in developing and operating training programs. With PSE eliminated, the private sector emerged as the only possible answer to solving the unemployment problems that CETA was enacted to address.

By 1982, California had forty prime sponsors. Their activities were localized to provide a variety of employment and training services and programs to economically disadvantaged persons within their jurisdictions.

Although prime sponsors were funded directly by the U.S. Department of Labor, they were required to coordinate their programs and services with other local employment and training service providers. California's employment and training delivery system was an extensive network of agencies that included prime sponsors as well as community-based organizations of which there were hundreds in California, and various other state and local agencies. At the state level, the Departments of Aging, Education, Industrial Relations, Rehabilitation, Social Services, and Employment Development provided most other employment and training services.

The CETA system in California provided for coordination among the various service deliverers but the state is large and the Prime Sponsors were quite diverse in terms of geography, labor market, and population. The CETA Council was involved with the California Association of Prime Sponsors (CAPSA) from its inception. The purpose of CAPSA was to initiate, promote and implement progressive and creative employment and training activities and to create a forum in which ideas, plans, and programs could be established and developed. In 1979, CAPSA became the Combined Association of Prime Sponsor Administrators to reflect membership from Region IX, a Department of Labor administrative subdivision.

Together, the organizations and agencies who were involved in the extensive employment and training delivery system planned, developed, and operated the complex network of programs that made up California's CETA system.

• Job Training Partnership Act (JTPA): An Introduction

JTPA Overview

The Job Training Partnership Act (JTPA) was signed into law in October of 1982. There are significant changes between CETA and the new job training system. The new law enlarges the role of California state government and private industry in the federal job training program, imposes performance standards, limits support services and creates a new program of retraining for displaced workers.

JTPA provides for the establishment of a State Job Training Coordinating Council much like the existing State CETA Council. Some of the responsibilities of the State Job Training Coordinating Council will be to:

- Make recommendations for Service Delivery Areas (SDA) for the Governor's approval [JTPA Section 101(a)(1)];
- Develop the Coordination and Special Services Plan which will incorporate specific goals and objectives, coordination guidelines, and performance standards for employment and training at the state agency and the local Service Delivery Area levels [JTPA Section 122(b)(1)];
- Review SDA plans for recommendation to the Governor that such plans be either approved, disapproved, or modified, to comply with JTPA provisions [JTPA Section 122(b)(2)];
- Plan for the allocation of funds which are for program activities to be administered at the state level [JTPA Section 122(b)(3)];
- Monitor the overall implementation and operation of the statewide employment and training program [JTPA Section 122(b)(4)];
- Coordinate the various state and federally funded employment and training programs (FESA); and
- Prepare the annual report to the Governor and the State Legislature on the operation of employment and training programs within California [JTPA Section 122(b)(6)].

In recognition of the need to insure that California's implementation of JTPA reflect the widest input from the local program administrators, participant groups, service deliverers, and private sector employers, the state CETA Council with the assistance of staff from the State's Office of Employment and Training started a dialogue with numerous groups including the Combined Association of Prime Sponsor Administrators (CAPSA), the California Advisory Council on Vocational Education (CACVE), the California Employment Development Department (EDD), the

California Balance of State Private Industry Council, and the California Private Industry Council (CALPIC).

As a result of its consultation with these groups the Council submitted recommendations to the Governor covering several key issues regarding the state's implementation of JTPA. Some of these key issues concerned:

- The composition of the State Job Training Coordinating Council;
- Meeting the employment and training needs of rural California;
- The make up of Service Delivery Areas (SDAs) under JTPA; and
- Addressing the employment and training needs of California's Youth population.

The new law goes fully into effect at the beginning of federal FY 1984. The Act retains most CETA provisions until the October 1983 changeover date. Major transition steps include preparation of federal regulations, appointment of the new State Job Training Coordinating Council, designation of new state service delivery areas and preparation of the Governor's Coordination and Special Services Plan. New private industry councils (PICs) must be appointed and staffed, and agreements reached between PICs and local elected officials. Preparation and approval of local job training plans to begin October 1, 1983, must also be accomplished.

Like CETA, the new Act is focused on the economically disadvantaged. However, the definition of who is disadvantaged has changed. In general under the new law, individuals may enroll in training programs if they or their families are receiving federal, state, or local welfare, or have an income at the poverty level or at 70 percent or less of the federally set lower living standard. Also eligible are those receiving food stamps, foster children, and low income handicapped individuals (even if their families earn too much to qualify).

In any given service delivery area, 10 percent of those in training need not be economically disadvantaged, as long as they have encountered barriers to employment. Such persons include the handicapped, veterans, older workers, displaced homemakers, school dropouts, teen-age parents, ex-offenders, alcoholics or addicts, and those with limited English-speaking proficiency. The other major eligibility change is the emphasis on youth. At least 40 percent of local training funds are to be spent on youths aged 16 to 21.

The new Act provides a long list of the types of training programs that may be set up for youths and adults. Among those listed are remedial education, classroom training, skills training, counseling, job search assistance, work experience, on-site or customized industrial training and on-the-job training. The federal administration has indicated that it hopes to see OJT become the most frequently used program.

JTPA "At-a-Glance"

Job Training Partnership Act, Public Law 97-300

Title I	Service delivery system and administrative requirements
Title II-A	Training services for economically disadvantaged adults and youth
Title II-B	Summer youth employment and training
Title III	Dislocated worker programs
Title IV	National programs, including Job Corps, the National Commission for Employment Policy, and programs for Native Americans, migrants, veterans, labor market information and research
Title V	Wagner-Peyser and WIN amendments, earnings disregard, selective service enforcement

Service Delivery Areas

With the advice of the state council, the Governor proposes statewide service areas. The Governor must designate single units of general local government of 200,000 population, consortia of contiguous units of general local government with an aggregate population of 200,000 or more which serve a substantial part of a labor market area, and rural concentrated employment programs if they request it.

The Governor may grant other requests. The Governor redesignates service delivery areas no more than every two years.

Administration

Current CETA prime sponsors continue through fiscal year 1983.

New service areas will be effective October 1, 1983. Service plans require submittal to the Governor by chief elected official and private industry council.

Chief elected official and private industry council jointly decide who will develop the plan and be the administering entity, and recipient of funds starting October 1, 1983.

The private industry council is appointed by the chief elected official from among nominations submitted by general purpose business organizations and other groups.

The private industry council must have a majority of its members and its chair from the business community. Other members represent education, labor unions, rehabilitation agencies, community-based groups, economic development, and the employment service. Members serve for fixed and staggered terms, and vacancies are filled in same manner as the original appointment.

Formula for Funding Service Delivery Area

The funding level for JTPA has been established at 90 percent of the Fiscal Year 1982 funding level for CETA nationwide. Funds allocated under JTPA will be distributed to the states according to the following allocation formula:

One-third allocated on the basis of the relative number of unemployed in areas with 6.5 percent or higher unemployment;

One-third allocated on the basis of the relative number of unemployed over 4.5 percent; and,

One-third allocated on the basis of the relative number of economically disadvantaged. (Rural concentrated employment programs use either this factor or low income adults, whichever is higher.)

Performance Standards

For adults, the Secretary of Labor sets standards based on increased earnings and reductions in income maintenance payments. The Governor varies standards based on specific economic factors in service delivery areas.

For youth, the private industry council sets employment competencies; placement and retention in employment are factors.

Six percent of the funds allocated to the state are designated to be used by Governors to provide incentives for programs exceeding performance standards and to provide technical assistance to SDAS to aid them in reaching acceptable performance levels.

IV. The California Employment and Training Advisory Council

• Activities

The California Employment and Training Advisory Council was established by the Comprehensive Employment and Training Act of 1973 and reaffirmed by the 1978 amendments. Advising the Governor, state agencies, CETA Prime Sponsors, other employment and training providers and the general public on coordination and utilization of employment and training resources is the major function.

The members of the California Employment and Training Advisory Council were appointed by the Governor and included representatives from business and industry, including agricultural employers and workers, local government, organized labor, CETA Prime Sponsors, selected State agencies, community-based organizations, client groups and the general public. A separate CETA Youth Council consisted of the full Council membership plus the youth members of the Youth Committee.

In order to carry out the Council's goals and objectives, the members worked through seven separate committees: Executive, Employment, Planning and Review, Policy, Private Sector, Vocational Education, and Youth.

Executive Committee

The purpose of the Executive Committee was to plan Council agendas, select planning priorities for the Council, and implement the planning process. The Executive Committee was chaired by the Council Chairperson, and its membership consisted of the chairpersons from each of the other committees and the Council Vice Chairperson.

The Executive Committee was authorized to act on issues requiring Council decisions that could not be delayed until the next regularly scheduled Council meeting. Such action was subject to Council approval at the next meeting at which a quorum was present.

Employment Committee

The Employment Committee had the responsibility to make recommendations to the Council regarding selected CETA-related employment projects. The committee had also identified ways to increase employment and training opportunities for those unemployed individuals facing various employment barriers.

One of the major accomplishments of the employment committee was the development of an overview on the Elimination of Stipends. The overview was developed with information from Dutchess County, New York; St. Paul, Minnesota; and Denver, Colorado. The overview assisted various California Prime Sponsors during the transition period from CETA to the new federal/state legislation by identifying alternative income support systems for participants. (Under the CETA system a stipend was a minimum hourly payment made directly to participants based on the hours of attendance in a CETA training program.)

Another major accomplishment of the Employment Committee was the development of two guides: "Comprehensive Employment Preparation for Refugees" and the "Job Search Assistance Guide for Refugees".

Planning and Review Committee

The purpose of the Planning and Review Committee was to facilitate the coordination of all federal, state and local resources which had an impact on employment or which provided employment, training, rehabilitation, education, referral and related activities. The Committee reviewed and commented on Prime Sponsor Comprehensive Employment and Training Plans and modifications. It reviewed and provided input into the methods, techniques, the relevancy of employment, unemployment, and economic data collection and on the use of such data in planning and delivery of employment and training services. The Committee annually reviewed and made recommendations on the negotiations of EDD's Employment, Data and Research contract to provide labor market data, technical assistance and other statistical data for use in the preparation of the Prime Sponsor annual planning process and ongoing operations. They reviewed the coordination grant funding process and made recommendations on funding priorities, provided input into RFP guidelines, and reviewed and commented on the evaluation of completed projects. The Committee was also responsible for the preparation and review of the Annual Report to the Governor.

Policy Committee

The Policy Committee was established to study and recommend to the Council operational procedures to enhance and expedite Council business. The Committee also had a larger charge which required that the members develop a comprehensive plan for the operation of employment and training programs in California and review policy issues related to the comprehensive plan in order to make appropriate recommendations to the Council.

With this broad responsibility in mind, the Committee recommended that the Council initiate a major coordination project in 1979 which culminated in the creation of a handbook for interagency coordination. In May, 1982, the handbook entitled, "Agencies Working Together--A Guide to Coordination and Planning", was published by the American Institutes for Research, Palo Alto, California. The handbook reflects information gained through the evaluation of pilot projects on coordination conducted in the Counties of Marin, Imperial, and San Diego over a three year period--1979-1982.

Several types of reports and resource materials were produced during the demonstration program to meet the needs of different project participants. A final report was prepared, and was intended to communicate the activities and summary judgments of program participants to other counties and states. The product with perhaps the greatest potential for instructing other counties is the handbook "Agencies Working Together", which incorporates insights and examples from the three demonstration sites along with illustrations, self-assessment quizzes, and information from prior studies of interagency coordination.

In addition to encouraging coordination at every level, the Policy Committee was also concerned with the operation of employment and training programs for women. The Committee authorized preparation of a report on California women in the trades. As a result of the report, recommendations were made to the Council that the State should consider utilizing discretionary money and encourage local prime sponsors to fund special programs which provide technical assistance to women interested in the skilled trades and/or other skilled blue-collar employment.

Private Sector Committee

The purpose of the Private Sector Committee was to enhance the participation of the private sector in those employment and training programs which the Council had an interest. Programs which supported industry and created a better economic climate for California were emphasized.

The committee defined the "Private Sector" as the Business and Labor Community consisting of private for profit employers, major nongovernmental employers, such as health and education institutions, organized labor and associations representative of the above.

"Participation" was defined by the committee as policy level involvement in the implementation, utilization, resource allocation, and evaluation of employment and training programs.

Vocational Education Committee

In January, 1981 the Vocational Education Committee began to meet jointly with members of the California Advisory Council on Vocational Education (CACVE) to develop projects of mutual interest. This joint effort came about because both Councils shared a common mandate (Public Law 94-482 and Public Law 95-524) which was to assess the extent to which there is an integrated and coordinated system of vocational education and employment training services in California.

The membership of the California Advisory Council on Vocational Education (CACVE) is representative of segments in the educational community and the public at large who are interested in improving the quality and accountability of vocational education programs and services in California.

The California Advisory Council on Vocational Education (CACVE) is responsible for evaluating vocational education and employment training services and programs at the local and State level. Additionally, CACVE advises various education and employment training governing boards, commissions, and agencies including the State Board of Education and the legislature on matters related to the planning and implementation of these programs and makes appropriate recommendations for improvement.

The activities of the joint committee during FY '81-'82 included a study on teenage parenthood and child care. This project was the result of a study done by the Committee in Fiscal Year 1980-81 entitled Employment Problems of and Programs for Inner City Youth. The teenage parenthood and child care study identified problems unique to young parents which have a negative effect on their educational attainment thus diminishing their employment prospectives. Study findings have been transmitted to the State Department of Education to encourage the continuation and expansion of programs which have proven effective in serving young parents.

Each year the Council was also mandated by federal law to comment on the Reports of the California Advisory Council on Vocational Education. During FY 1981-1982, the Council, through the Vocational Education Committee, took the opportunity to comment on CACVE's Twelfth Annual Report. The Council supported the overall content of the report and the recommendations made by CACVE.

During the past fiscal year, the Interagency Committee--a group of administrators representing the Department of Education, the Employment Development Department, the Department of Rehabilitation and the Chancellor's Office of California Community Colleges--requested comments from the Council on a statewide vocational education policy they were in the process of preparing. In an effort to provide meaningful recommendations on the quality of vocational education, the Joint Vocational Education Coordination Committee provided input to the Interagency Committee on the Vocational Education Policy.

Youth Committee

The establishment of the Youth Council was mandated by Congress through the reauthorization of the CETA Act in 1978.

The Youth Council consisted of the entire CETA Council membership plus the youth members of the Youth Committee. It held meetings in conjunction with scheduled Council meetings and concentrated on issues and problems facing the unemployed youth of the State. In pursuit of Council goals, an extensive study was conducted during 1982 to determine the employment status and employment concerns of youth in rural California.

The study, "California Rural Youth Employment Survey" provides statistical data on youth in rural areas of California and is intended to be used by planners of employment and education programs in the development of programs for rural youth.

• Action on FY'81 Recommendations

Among the many activities of the CETA Council, it had the responsibility to review recommendations of the previous fiscal year and to develop strategies to address those interests.

The Council therefore has reviewed those concerns and what actions it had taken as a result of last year's recommendations. Those recommendations were that the state needed:

1. "... to plan for and implement a new national employment and training policy and delivery system to meet the needs of California..."

   During the critical months when new federal employment and training policies were evolving, the Council kept abreast of the changes in both the Senate and House bills. At the same time, here in California the state enabling legislation, the Family Economic Security Act (FESA), was being developed. The Council was fully informed of its evolution and potential impact on employment and training in California. When the final state and federal legislation was passed at the end of 1982, the Council easily identified the major issues involved in implementation and prepared recommendations. The recommendations were presented to the Governor in January of 1983.

2. "...to establish funding resources to maintain critical employment and training services cut by federal fiscal policies . . ."

   In order to locate new funding resources to maintain critical services cut by federal fiscal policies, the Office of Employment and Training (OET) in its Request for Proposal (RFP) to prospective service providers encouraged them to find their own alternative funding sources. In this way, all service providers collectively could ease the impact of fiscal cuts affecting service delivery in California. Those prospective program operators who submitted proposals that exhibited the most cost effective means of accomplishing their objectives and documented matching funds or co-funding capacity had a competitive edge over other proposals.

3. "...to continue to promote the growth of small business enterprises and economic development activities throughout the State..."

The State's rate of employment depends significantly on the creation and expansion of small business. Small business is the major force in creating jobs in the U.S. Over one-half of all private sector jobs exist in firms with less than 100 employees. OET actively used employment and training resources for economic development and job creation activities. Statewide, OET has funded economic development projects which would develop flexible and innovative ways to create employment opportunities for the unemployed and economically disadvantage in California.

4. "...to continue to give attention to the impact of refugees and immigrants on the delivery of employment and training services..."

The Employment Development Department (EDD), under the guidance of the Council designed two guides: "Comprehensive Employment Preparation" and "Job Search Assistance Guide". The guides were developed to prepare refugees for employment in the United States, and were disseminated to various employment and training providers throughout the State. Workshops were conducted in San Francisco, San Jose, Sacramento, Modesto, Los Angeles, Orange County, and Merced to assist service providers in utilizating the guides which provided valuable information for establishing refugee employment programs in their local communities.

5. ". . . to develop strategies for addressing the needs of workers displaced by plant closures and other economic disturbances . . ."

In order for employment and training programs to receive funding consideration, the Office of Employment and Training (OET) required their local plans to include ways to coordinate and/or integrate local services; identify a strong need for the project; and describe the project's matching funds, co-funding, or justify the omission of such funding.

The Employment Development Department (EDD) initiated special projects to test the effectiveness of various public-private collaborative approaches and gave statewide priority attention to provision of reemployment and retraining services for displaced workers. Council members were involved in activities relating to these projects. Concurrently, legislation was enacted to lessen the adverse impact of these plant closures on displaced workers and affected communities.

6. ". . . to examine how the State's displaced workers and disadvantaged citizens can be trained for the increasing number of jobs in high technology industries."

   The Council did extensive research in this area and concluded that retraining which builds upon and transfers existing occupational skills can be very effective in enabling displaced workers to qualify for new jobs in demand occupations or growing industries.

   Employers, employee organizations, and local and state agencies, are coordinating efforts in identifying workers' existing skills, determining their training needs, and placing them in new occupations. Services include assessment of worker skills, aptitude, experience, and interests, and job search workshops.

7. "...to continue to provide resources to promote youth employment in California."

   The Youth Council conducted an extensive study of rural youth employment which provides data to employment and training policy makers for the development of training programs targeted to rural youth.

8. "...to continue to promote the expansion of programs at the local level that involve employers and labor organizations in the design and implementation of vocational training."

   The Technology Exchange Center in Orange County is an example of the many collaborative partnerships which continued to occur at the local level during 1981/82. Funded in part with CETA dollars, the Technology Exchange Center serves as a clearinghouse for information regarding Orange County's employment training needs. The Center also serves: to coordinate training resources to meet needs which result from emerging technology or new industry; as a resource center for the development and upgrading of training and education programs; and to determine pockets of excess labor and coordinate exchanges from companies reducing employment to companies increasing employment.

9. "...to continue to improve labor market information systems in order to respond to the increasing need for data in making critical policy and planning decisions."

The Council negotiated and approved an Interdepartmental agreement with the Employment Data and Research (ED&R) Division of the Employment Development Department to provide Labor Market Information (LMI) to Prime Sponsors.

The components of ED&R's services to Prime Sponsors consist of annual planning reports which contain sections covering industrial and occupational trends. In addition to statistical data, the reports provides labor market information, socio/economic data, wages, and information on employment services. Occupational needs assessments, workshops, and on-site visits are also included in services provided by ED&R.

V. CETA Accomplishments

• Overall Accomplishments

A review of the expenditures, participants, and terminations reveals much about the impact and effectiveness of the CETA program in California. From FY 1975 through FY 1982, a total of $4,724,857,263 was expended on CETA programs in California. A total of 2,235,993 participants were served under the various CETA titles, and 537,594 persons found jobs after their CETA experience. More than 1.2 million persons were terminated positively (these participants either found employment, returned to school, entered the military, or entered another training program).

Even including the PSE and YETP programs, the cost per placement of CETA participants in California closely approximated the cost of supporting a family of three for a year on welfare. When the costs for CETA placements are viewed in terms of the future employment potential for CETA participants, it is clear that this represents a major investment in the state's economy when compared to a nonproductive income maintenance program.

In terms of cost per placement and entered employment rate, the two most effective CETA programs were those conducted under Title II ABC and Title VII. In Title II ABC programs, the average cost per placement was $3,491 and the Entered Employment Rate was 44 percent[a]. Approximately 28 percent of all CETA expenditures were made in Title II ABC programs, and 48 percent of all participants were involved in its programs. Title VII programs, relatively recent additions to CETA, exhibited an average cost per placement of $5,012 and a 49 percent[a] Entered Employment Rate, even though Title VII accounted for only one percent of expenditures and participants and two percent of all placements.

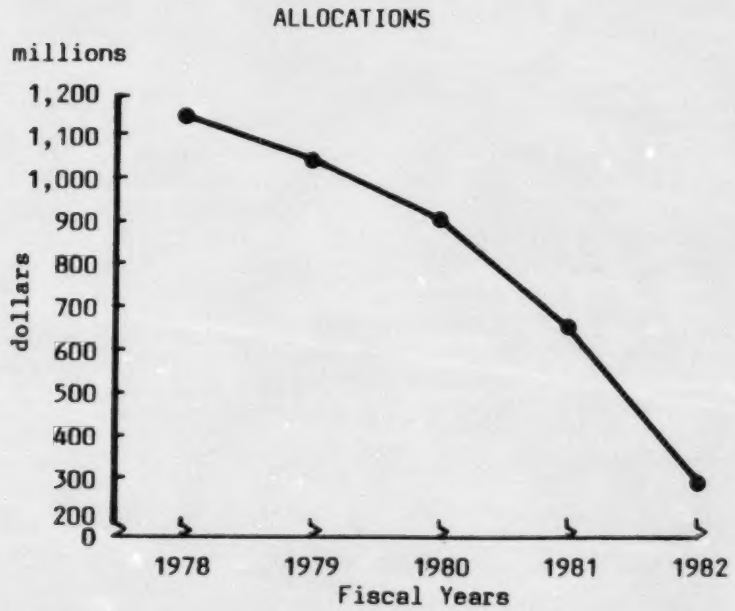
[a]Department of Labor formula was used to determine Entered Employment Rate.

• FY '82 Accomplishments

The following statistical data provides information on Allocations, Expenditures, Participant Characteristics, and Cost Effectiveness and reflects the accomplishments of the CETA program during 1982.

Allocations

In FY 1981-82, a total of $300,577,352[a] was allocated to California Prime Sponsors and to the Governor to operate CETA programs. This allocation, following previous years' trends toward decreased CETA funding, reflects a 51 percent decrease from FY 1981, the largest percentage of decrease ever. The tremendous change in funding was due in part to the elimination of the public service employment components under CETA during FY 1981, and the dramatic reduction in youth program funding. In addition, Title IIB funding was reduced by over $30 million, and Title VII funding was reduced by more than $16 million.



[a]Data from DOL CETA Regional Bulletin (CRB) 7-81 (1/26/82), CRB 7-82 Add. 1 (2/4/82), CRB 21-82 Add. 1 (7/22/82), CRB 21-82 Chg. 1 (8/23/82)

Expenditures

Preliminary data provided by the Department of Labor for Fiscal Year 1982 shows total CETA program expenditures in California at $172,354,851 excluding Governor's Grant expenditures, SYEP expenditures, and administrative costs which will be published at a later date. A comparison of expenditures by Title over the past five years reveals that, overall, expenditures for FY 1982 were down drastically over expenditures of prior years. This decrease in spending in FY 1982 reflected the dramatic decrease in allocations made to the various operative titles under CETA. In addition, the public service employment components of CETA were discontinued after FY 1981, so expenditures under those titles were eliminated. The only expenditures made in CETA in FY 1982 were made under Titles II ABC, IV (YETP) and IV (SYEP) and VII.

EXPENDITURES BY TITLE

TITLE	FY 1982	FY 1981	FY 1980	FY 1979	FY 1978
II ABC	$131,098,406	$196,878,754	$179,937,638	$172,907,651	$190,949,179
II D	—	123,485,432	181,682,069	121,149,785	128,814,570
IV YCCIP	—	9,754,536	9,628,035	8,141,373	7,376,121
IV YETP	20,489,020	51,295,699	45,404,419	41,562,888	34,706,121
IV SYEP	INA	61,242,766	55,662,341	48,330,801	INA
VI	—	53,949,077	183,776,493	387,851,787	580,776,240
VII	20,767,425	21,123,500	14,634,524	—	—
Administration	INA	132,251,513	138,255,122	Included in above figures	Included in above #
TOTAL	$172,354,851	$649,981,277	$808,980,641	$779,944,285	$942,622,231

Participants

Prime Sponsors served 87,326 participants under Titles II ABC and VII during 1982. Of that total, 34,966 participants found jobs. Youth programs are not included in this discussion because their primary purpose is not job placement. However, the chart below includes youth programs and shows participant and placement figures for each operative CETA title for each fiscal year since 1978.

PARTICIPANTS AND PLACEMENTS BY TITLE

TITLE	FY 1982[a] PARTICI/PLCMTS	FY 1981 PARTICI/PLCMTS	FY 1980 PARTICI/PLCMTS	FY 1979 PARTICI/PLCMTS	FY 1978 PARTICI/PLCMTS
II B	76,524 30,423	128,671 48,808	136,323 49,005	119,038 56,902	142,214 57,918
II D	program not operable	33,059 10,657	50,974 8,200	37,568 6,121	21,905 4,533
IV YCCIP	program not operable	3,266 596	3,542 530	3,234 743	3,435 643
IV YETP	16,722 2,016	33,658 6,776	42,790 8,360	36,970 7,704	31,577 6,548
IV SYEP	INA	76,116 2,067	77,002 1,158	77,027 1,523	102,144 3,774
VI	program not operable	16,016 4,859	46,484 9,327	78,937 15,908	83,234 16,026
VII	10,802 4,543	10,976 4,592	6,499 2,141	--- ---	--- ---
TOTALS	104,048 36,982	301,762 78,355	363,614 78,721	352,774 88,901	384,509 89,442

[a]Based on preliminary data from DOL.

Cost Effectiveness

For purposes of this section, only those titles whose primary purpose is job placement are discussed here. Youth programs under Title IV are not discussed here because job placement was not their primary purpose.

In FY 1982, as in previous fiscal years, Title II ABC programs were the most cost effective in terms of job placements, with an average cost per placement of $4,309. Of all placements made under Title II ABC, 88 percent were private sector placements, at an average cost per private sector placement of $4,912. The Private Sector Initiative program under Title VII improved slightly over last fiscal year, decreasing from $4,600 in FY 1981 to $4,571 in FY 1982. In addition, 92 percent of all placements under PSIP were in the private sector.

The overall cost per placement (total expenditures ÷ total placements--Title II ABC and Title VII) showed a dramatic improvement for the second year in a row, with the elimination of public service employment programs. In FY 1982, the average cost per placement was $4,339. Average cost per participant decreased also, to $1,739, a drop from $2,199 in FY 1981.

CETA STATEWIDE PERFORMANCE INDICATORS

CHART I

CALIFORNIA
CETA STATEWIDE PERFORMANCE INDICATORS[1]
FY 1975, 1976, 1977, 1978, 1979, 1980, 1981, 1982
CUMULATIVE TOTALS

	EXPENDITURES	PARTICIPANTS	TERMINATIONS	ENTERED EMPLOYMENT	POSITIVE TERMINATIONS
TITLE II ABC[2]	$1,319,874,085	1,069,222	860,563	378,098	586,940
TITLE IID[3]	950,100,573	276,232	157,384	43,241	98,862
TITLE IV YCCIP	34,900,065	13,477	11,175	2,512	6,362
TITLE IV YETP	193,458,889	161,717	136,637	31,354	99,962
TITLE IV SYEP[4]	165,235,908	332,289	305,679	8,522	270,046
TITLE VI	1,734,255,659	354,779	216,670	62,591	127,217
TITLE VII	56,525,449	28,277	23,088	11,276	15,316
ADMINISTRATIVE[5]	270,506,635				
TOTAL ALL TITLES[6]	$4,724,857,263	2,235,993	1,711,196	537,594	1,204,705

[1]This report was compiled using data from the following sources:

--California Employment and Training Advisory Council Supplement to the Annual Report to the Governor, FY 1980-81

--U.S. Department of Labor, Employment and Training Administration, Region IX, Preliminary CETA Performance Indicators for Titles IIB, VII, and YETP, for the Fourth Quarter of Fiscal Year 1982

--U.S. Department of Labor Manpower Administration, Region IX, CETA Program Review Title I, II, and VI, Fiscal Year 1975

--U.S. Department of Labor Employment and Training Administration, Region IX, CETA Prime Sponsor Selected Performance Indicators, Titles I, II, and VI for the period October 1, 1976--September 30, 1977

--CETA Report to the Governor FY 1975-76

[2]Prior to FY 1979, Title II ABC was Title I

[3]Prior to FY 1979, Title IID was Title II

[4]Title IV SYEP data is available only for FY 1978-81. Expenditure data for SYEP is available only for FY 1979, 1980, and 1981

[5]During Fiscal Years prior to 1980, administrative costs were included in expenditures for each title. Data on administrative costs for FY 1982 is not yet available

[6]Figures do not include Governor's Grant data for FY 1975, 1976, 1977, and 1982

CETA STATEWIDE AVERAGE COSTS
CETA STATEWIDE TERMINATION RATES

CHART II

CETA STATEWIDE AVERAGE COSTS
1975-1982

	AVERAGE COST PER PARTICIPANT	AVERAGE COST PER PLACEMENT	AVERAGE COST PER POSITIVE TERM
TITLE II ABC	$1,234	$ 3,491	$2,249
TITLE IID	3,440	21,972	9,610
TITLE IV YCCIP	2,590	13,893	5,485
TITLE IV YETP	1,196	6,170	1,935
TITLE IV SYEP	496	19,389	611
TITLE VI	4,888	27,707	13,632
TITLE VII	1,998	5,012	3,691

CETA STATEWIDE TERMINATION RATES

	ENTERED EMPLOYMENT RATE	POSITIVE TERMINATION RATE[1]
TITLE II ABC	44%	68%
TITLE IID	28%	63%
TITLE IV YCCIP	23%	57%
TITLE IV YETP	23%	73%
TITLE IV SYEP	3%	88%
TITLE VI	15%	59%
TITLE VII	49%	66%

[1]Department of Labor formula was used to determine Entered Employment Rate.

Participant Characteristics for California

During CETA's existence in California, the characteristics of its participants varied only slightly and there did not appear to be any significant differences from one year to the next. The number of CETA participants who were economically disadvantaged, however, tended to expand under the 1978 amendment. Exact participant characteristic data is not available for all of the fiscal years under CETA, but since variances were so slight, four fiscal years for which exact data are available were selected for preparing a composite of CETA participant chracteristics for California (FY 78, 79, 80, 81).

Throughout the several year period, CETA participants were almost evenly divided between males (50.5 percent) and females (49.5 percent). The majority of participants were under age 22 years (53 percent). Persons in the 22- to 44-year age group represented 41 percent of all participants. Participants 45 years and over made up 6 percent of all participants, while those over 55 years represented only 2 percent. Most participants (60 percent) were minorities. Blacks made up 26 percent, Hispanics made up 24 percent, American Indians made up 2 percent and Asians made up 8 percent.

Almost all participants were economically disadvantaged (93 percent) and 25 percent of participants were recipients of Aid to Families with Dependent Children. Veterans made up 9 percent of all participants, 8 percent were offenders and 5 percent were handicapped.

Most participants were high school graduates (51 percent) with about 35 percent of those graduates having education beyond high school. Slightly more than 26 percent were drop-outs and slightly less than 23 percent were still in school.

VI. CETA Council Membership Roster

DOLORES G. SANCHEZ, Chairwoman
State CETA Council
Eastern Group Publications
Los Angeles

CURTIS C. ALLER, PH.D.
Professor of Economics
Berkeley
(Representing the Advisory Council on Vocational Education and Technical Training)

GLORIA V. BECERRA, Director
Employment Development Department
Sacramento
(Representing State Employment Service)

VICTORIA K. BURNEY, President
Institute for Development, Employment & Training
San Marcos
(Representing General Public)

YOUN-CHA SHIN CHEY, PH.D.
Executive Director
The Multi-Services Center for Koreans
San Francisco
(Representing Community Based Organization)

LOUIS M. CORTEZ
Deputy Equal Employment Opportunity Officer
Naval Air Station
Alameda
(Representing the Significant Segment)

ANITA M. DEL RIO, PH.D., Director
Human Resources Programs, County of Orange
Santa Ana
(Representing the Significant Segment)

ELEANOR FAIT
El Dorado Hills
(Representing the Significant Segment)

DON GALLOWAY, Director
Department of Community Development
County of Los Angeles
Los Angeles
(Representing the Prime Sponsor)

ALBIN J. GRUHN, President
California Labor Federation, AFL-CIO
San Francisco
(Representing Labor)

OBDULIA HERNANDEZ
Administrative Director
Confederacion Agricola De California
Salinas
(Representing Agricultural Worker)

ANDREW G. IMUTAN
Stockton
(Representing Agricultural Worker)

TSUNEO IWATA
Livingston
(Representing Agricultural Employer)

RUTH JERNIGAN
International Representative, UAW
Bell
(Representing Labor)

K. R. KIDDOO, Director-Personnel
Lockheed Corporation
Burbank
(Representing Business)

ANN KLINGER, Chairman
Board of Supervisors Merced County
Merced
(Representing Prime Sponsor)

KAREN LANG
West Sacramento
(Representing Agricultural Employer)

MICHAEL LEE, Chairman
Board of Supervisors Placer County
Loomis
(Representing Prime Sponsor)

JOE K. LING
Lingsborough L'mited
San Francisco
(Representing Business)

VALERIE POPE LUDLAM
San Bernardino
(Representing the Significant Segment)

ALICIA MADRID
Sacramento
(Representing the Significant Segment)

MERC MARAN
San Jose
(Representing Veterans)

GREG MARUTANI
Mayor's Office of Employment & Training
San Francisco
(Representing the Significant Segment)

CARL METOYER
Director of Manpower Service
City of Richmond
Richmond
(Representing Prime Sponsor)

BOB MOODY, Chief Job Development
Department of Rehabilitation - B-22
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(Representing State Department of
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STEVE PORTER, Assistant General Manager
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Los Angeles
(Representing Prime Sponsor)

DIANE REYNOLDS
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(Representing State Agency)

JESSICA M. ROYBAL
Oxnard
(Representing Significant Segment)

RON TEEL, Assistant to the Director
Department of Social Services - A-24
Sacramento
(Representing the State Public Assistance Agency)

ILENE WEINREB
Hayward
(Representing Significant Segment)

MARC A. WILDER, Vice Mayor
Office of the City Council
Long Beach
(Representing Prime Sponsor)

YOUTH REPRESENTATIVES ON THE YOUTH COUNCIL

RAMON ARMIJO
South Gate

JOE HARTLEY
Stockton

NATHANIEL KEYES
Glendale

GEORGE LAGUNA
Escondido

ROSA MARTINEZ
Oxnard

REBECCA REYNA
Farmersville

GRANDE A. RUDULPH
Pleasant Grove

SANDY VAILLANCOURT
Sacramento

The California Employment and Training Youth Advisory Council includes all members of the California Employment and Training Advisory Council plus the Youth named above.

This report was prepared for the California Employment and Training Advisory Council by the staff of the Office of Employment and Training Office of the Employment Development Department.

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Graphics by Ron H. Harknett

JOB TRAINING PARTNERSHIP ACT SUMMARY

TITLE I--JOB TRAINING PARTNERSHIP

Deals with the service delivery system and general issues involving programs and administration.

- o Describes the authority of governors, state job training coordinating councils, private industry councils and chief elected officials, and sets requirements for them.
- o Defines the procedures for designating service delivery areas, preparing local plans and selecting service providers.
- o Sets policies and procedures to guide the U.S. Department of Labor in developing and implementing performance standards for state and local programs funded under the Act.
- o Authorizes the Secretary of Labor to monitor recipients of funds under the Act and requires states to institute fiscal controls.
- o Limits expenditures for administration, wages and supportive services, and specifies the method for obtaining state waivers to those limitations.
- o Sets up procedures and guidelines governing the transition from CETA to JTPA programs.

TITLE II--TRAINING SERVICES FOR THE DISADVANTAGED

Authorizes funding and sets up requirements for training services to be provided at the local level for disadvantaged youth and adults.

- o Specifies the formulas for allocating federal funds to the states and for distributing those funds to local service delivery areas.
- o Sets eligibility criteria for services funded under Title II.
- o Suggests the types of programs and services that may be provided with Title II funds, but does not limit the allowable activities to those suggested.
- o Earmarks 40 percent of Title II training funds to serve youth.
- o Authorizes certain programs for youth with special employment disadvantages.
- o Establishes separate funding and program requirements for summer youth programs.

TITLE III--EMPLOYMENT AND TRAINING ASSISTANCE FOR DISLOCATED WORKERS

Authorizes a separate, state-administered program for training, retraining, relocation assistance or other aid to unemployed persons who reside in areas of high unemployment or in designated enterprise zones, or who stand little chance of finding work in their occupational field as a result of permanent plant closings, mass layoffs, natural disasters or certain U.S. government actions. (States are required to match federal funds under this title.)

TITLE IV--FEDERALLY ADMINISTERED PROGRAMS

Authorizes funding and establishes requirements for federally administered activities:

- o Programs for American Indians, Alaskan Natives, Hawaiian Natives, migrant and seasonal farmworkers, and veterans.
- o The Job Corps.
- o Research, demonstration, evaluation, training and technical assistance.
- o Labor market information systems.
- o The National Commission for Employment Policy.

TITLE V--MISCELLANEOUS PROVISIONS

Includes training-related changes to other federal laws.

- o Amends the Wagner-Peyser Act to alter funding to state Employment Service agencies and to require joint planning between the Employment Service and the new job training system.
- o Amends the Social Security Act to coordinate between the job training delivery system and the Work Incentive Program carried out by state and local welfare agencies.